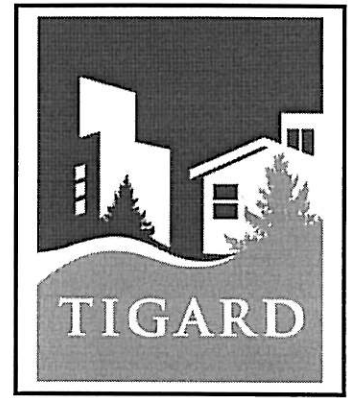




TIGARD CITY COUNCIL  
WORKSHOP MEETING

AUGUST 21, 2007 6:30 p.m.

TIGARD CITY HALL  
13125 SW HALL BLVD  
TIGARD, OR 97223



PUBLIC NOTICE:

Assistive Listening Devices are available for persons with impaired hearing and should be scheduled for Council meetings by noon on the Monday prior to the Council meeting. Please call 503-639-4171, ext. 2410 (voice) or 503-684-2772 (TDD - Telecommunications Devices for the Deaf).

Upon request, the City will also endeavor to arrange for the following services:

- Qualified sign language interpreters for persons with speech or hearing impairments; and
- Qualified bilingual interpreters.

Since these services must be scheduled with outside service providers, it is important to allow as much lead time as possible. Please notify the City of your need by 5:00 p.m. on the Thursday preceding the meeting by calling: 503-639-4171, ext. 2410 (voice) or 503-684-2772 (TDD - Telecommunications Devices for the Deaf).

SEE ATTACHED AGENDA

A G E N D A  
TIGARD CITY COUNCIL WORKSHOP MEETING  
AUGUST 21, 2007

6:30 PM

1. WORKSHOP MEETING
  - 1.1 Call to Order - City Council
  - 1.2 Roll Call
  - 1.3 Pledge of Allegiance
  - 1.4 Council Communications & Liaison Reports
  - 1.5 Call to Council and Staff for Non-Agenda Items
  
2. DISCUSS I-5 TO HIGHWAY 99W CONNECTOR PROJECT ALTERNATIVES
  - Staff Report: Community Development Department
  
3. DISCUSS STRATEGIES FOR ESTABLISHING A CONTINUING DIALOGUE WITH THE OREGON TRANSPORTATION COMMISSION
  - Staff Report: Community Development Department
  
4. ANNEXATION ISSUES: REVIEW STATUS OF ANNEXATION PROGRAM OUTREACH AND REVIEW RECOMMENDATIONS REGARDING APPLYING A LOWER DENSITY ZONE TO DEVELOPABLE PROPERTY UPON ANNEXATION
  - Staff Report: Community Development Department
  
5. BRIEFING ON LEGISLATIVE PROCESS OF THE COMPREHENSIVE PLAN UPDATE
  - Staff Report: Community Development Department
  
6. DISCUSS MEMBERSHIP STRUCTURE OF THE COMMITTEE FOR CITIZEN INVOLVEMENT
  - Staff Report: Community Development Department
  
7. COUNCIL LIAISON REPORTS

8. NON AGENDA ITEMS

9. EXECUTIVE SESSION: The Tigard City Council may go into Executive Session. If an Executive Session is called to order, the appropriate ORS citation will be announced identifying the applicable statute. All discussions are confidential and those present may disclose nothing from the Session. Representatives of the news media are allowed to attend Executive Sessions, as provided by ORS 192.660(4), but must not disclose any information discussed. No Executive Session may be held for the purpose of taking any final action or making any final decision. Executive Sessions are closed to the public.

10. ADJOURNMENT

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Agenda Item #  
Meeting Date

August 21, 2007

**COUNCIL AGENDA ITEM SUMMARY**  
City Of Tigard, Oregon

Issue/Agenda Title I-5 to Highway 99W Connector Project Alternatives

Prepared By: A.P. Duenas Dept Head Okay TC/jll City Mgr Okay cl

**ISSUE BEFORE THE COUNCIL**

Project representatives will present the range of alternatives that have been considered for the project, will discuss in greater detail the alternatives still under consideration, and will be prepared to respond to any questions that Council may have on the project.

**STAFF RECOMMENDATION**

That Council discuss and provide input on the alternatives presented by the project representatives.

**KEY FACTS AND INFORMATION SUMMARY**

At the June 26, 2007 Council meeting, the I-5 Connector Project Team representatives gave a brief and general overview of the project with the intent of returning at the August 21, 2007 workshop meeting for more elaborate discussion with opportunities for questions and answers regarding the alternatives that are being considered for the project. The range of alternatives developed to meet the purpose and need statements established for the project were presented and discussed at that first meeting.

At this meeting, the project representatives will again briefly describe the alternatives developed but will present in greater detail the alternatives that are still under consideration, together with the alternatives recommended by the team for further examination. The Project Steering Committee (PSC) will select the alternatives to be carried forwarded for further consideration in the process leading to selection of a preferred corridor. The PSC is expected to act on the recommendations at its meeting on August 22, 2007.

**OTHER ALTERNATIVES CONSIDERED**

None

**COUNCIL GOALS**

Support for the I-5 to Highway 99W Connector Project is a Council goal for 2007. Its construction has the potential to reduce traffic congestion on Highway 99W through Tigard and supports the Council goal of alleviating congestion within the City and on Highway 99W.

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## ATTACHMENT LIST

None

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## FISCAL NOTES

At this point, the project does not have any cost implications for the City. The costs to implement the potential solutions will be developed as part of the evaluation of alternatives to determine a recommended corridor for adoption into the Regional Transportation Plan.

I:\eng\gis\council agenda summaries\8-21-07 I-5 to 99w connector project alternatives.doc

Agenda Item #

3

Meeting Date

August 21, 2007

## COUNCIL AGENDA ITEM SUMMARY

City Of Tigard, Oregon

Issue/Agenda Title Potential Strategies for Establishing a Continuing Dialogue with the Oregon Transportation Commission

Prepared By: A.P. Duenas Dept Head Okay TC/jll City Mgr Okay OK

### ISSUE BEFORE THE COUNCIL

Council wishes to establish a continuing dialogue with the Oregon Transportation Commission (OTC). Council's intent is to raise OTC's level of awareness of the traffic congestion problems on Highway 99W and other state highways in the area such that key transportation improvement projects to resolve those problems receive appropriate consideration for funding.

### STAFF RECOMMENDATION

That Council discuss and provide direction on the potential strategies for establishing that continuing dialogue with the OTC, and on the issues that should be brought to their attention in future meetings.

### KEY FACTS AND INFORMATION SUMMARY

The Oregon Transportation Commission establishes state transportation policy. The commission also guides the planning, development and management of a statewide integrated transportation network that provides efficient access, is safe, and enhances Oregon's economy and livability. The commission meets monthly to oversee Oregon Department of Transportation (ODOT) activities relating to highways, public transportation, rail, transportation safety, motor carrier transportation, drivers and motor vehicles.

There are five commissioners appointed by the governor. One commissioner has to live east of the Cascades. Attached are the commission member bios taken from the ODOT website. There are two commissioners that represent the Portland area: Commissioners Gail Achterman and Janice Wilson. Stuart Foster is the Commission Chair, and he resides in southern Oregon.

Council wishes to establish a continuing dialogue with the OTC, similar to the current arrangement for periodic meetings with the ODOT Region 1 Manager. One way to establish that dialogue with the OTC is to invite all the members to an initial meeting with Council at one of the upcoming Council business meetings. The possibility of periodic future meetings with one or more of the commission members should be discussed at that meeting. It is likely that future meetings may be more convenient for the two Portland area commissioners. However, Stuart Foster is often up in the Portland area on business and may also be able to attend without making a special trip to do so.

Another strategy is to invite the two Portland-based representatives and the chair to the initial meeting followed by invitations to the remaining two members for possible attendance at future meetings. This would be a specific

attempt to establish communications with the commissioners representing this area as the initial step followed by a more general invitation to the rest of the commission members.

Some of the issues that may be discussed during the initial meeting and emphasized in future meetings are:

- A higher level of priority and funding for key Highway 99W projects to help alleviate congestion on the highway through the City
- Funding for off-system improvements that benefit or enhance the performance of the state system
- Improvements to Hall Boulevard as a prerequisite to jurisdictional transfer
- Support for the Highway 217 widening project, which includes significant improvements to the 72<sup>nd</sup> Avenue interchange.

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#### **OTHER ALTERNATIVES CONSIDERED**

None

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#### **COUNCIL GOALS**

Aggressively pursue funding to improve traffic congestion within the City. Seek funding for 99W improvements.

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#### **ATTACHMENT LIST**

Oregon Transportation Commission member bios – from the ODOT website

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#### **FISCAL NOTES**

The Highway 99W Corridor Improvement and Management Plan will present a list of priority projects for future implementation. That list and improvements to Hall Boulevard as a prerequisite to any future transfer of jurisdiction will need future funding for implementation.

## Oregon Transportation Commission Members

### **Stuart Foster, chairman**

Stuart Foster is a partner with Foster Denman LLP. His professional and community activities include terms as president of the Oregon State Bar, chair of the Oregon State Bar Task Force that wrote Oregon's Revised Business Corporation Act and president of the Medford Chamber of Commerce. Mr. Foster holds a bachelor of science degree from the University of Oregon and a law degree from Willamette University.

#### **Commission terms**

9/10/1995 to 6/30/1997

7/01/1997 to 6/30/2001

7/01/2001 to 6/30/2005

7/01/2005 to 6/30/2009



*Stuart Foster*

### **Gail Achterman**

Gail Achterman is the director of the Institute for Natural Resources at Oregon State University. She serves on the boards of Northwest Environment Watch and the Oregon Garden, and on the advisory board of the Klamath Basin Rangeland Trust. She spent 20 years in private law practice with Stoel, Rives LLP. She holds a bachelor of arts in economics from Stanford University and a master of resource policy and management and a law degree from the University of Michigan.

#### **Commission term**

11/17/2000 to 6/30/2004

7/01/2004 to 6/30/2008



*Gail Achterman*

### **Randall "Randy" Papé**

Randy Papé is president and CEO of the Papé Group Inc. and Liberty Financial Group. Mr. Papé is a director for Northwest Natural Gas and is a director and current chairperson for the Oregon Business Council. He is also a retired trustee and past president of the University of Oregon Foundation. He holds a bachelor of science degree in finance from the University of Oregon.

#### **Commission term**

1/01/2001 to 6/30/2001

7/01/2001 to 6/30/2005

7/01/2005 to 6/30/2009



*Randall Papé*



**Michael Nelson**

Mike Nelson is a real estate and mortgage broker and owner of Nelson Real Estate Inc., Nelson Capital Benefits LLC and Baker City Laundry. Mr. Nelson served on Gov. Kulongoski's Transition Council and on numerous local and state boards and commissions. He represented District 59 for the 1989 and 1991 Legislative Assemblies. Mr. Nelson was educated through the California state college system.

**Commission term:**

7/01/2003 to 6/30/2007

7/01/2007 to 6/30/2011



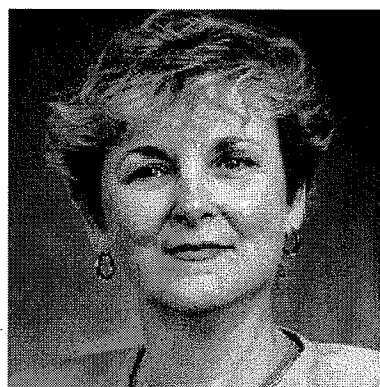
*Michael Nelson*

**Janice Wilson**

Janice Wilson is a retired Wells Fargo Regional President. She has served on the State Board of Higher Education and the Portland Development Commission in addition to many other local, regional, state, and non-profit commissions. She holds a bachelor of arts degree from Portland State University and is a graduate of the Pacific Coast Banking School at the University of Washington.

**Commission term:**

9/20/2004 to 6/30/2008



*Janice Wilson*

Agenda Item #

Meeting Date

8-21-07

## COUNCIL AGENDA ITEM SUMMARY

City Of Tigard, Oregon

Issue/Agenda Title Annexation Issues: 1) Status of Annexation Program Outreach Efforts; and 2) Applying Lower Density Residential Zones to Property upon Annexation

Prepared By: Ron Bunch and Emily Eng

Dept Head Approval:

TZ/BB

City Mgr Approval:

CP

### ISSUE BEFORE THE COUNCIL

Council is requested to address the following two annexation matters:

- 1.) Review the status of efforts to implement the City's 2007 Annexation Policy and, if desired, direct staff to make adjustments. If Council wishes to change course, staff will do the necessary analysis and bring back specific proposals for consideration at a regular business meeting.
- 2.) Review staff's analysis and recommendation regarding applying a lower density zone to developable property upon annexation to the City.

### STAFF RECOMMENDATIONS

#### 1.) Status of Annexation Program Outreach Efforts

Before considering changes to the City's approach to encouraging annexation, staff recommends that Council allow completion of the process to mail invitations to the 500+ property owners that are within 100 feet of the existing City limits. This would also provide time for staff to formulate possible alternative approaches. During this time, staff would have the opportunity for informal conversation with property owners who have expressed prior interest in annexation.

#### 2.) Applying Lower Density Residential Zones to Property upon Annexation

At this time staff does not recommend implementing the proposal. However, Council may wish to consider information in the attached memo and issue paper and determine if it should proceed with a "Comprehensive Plan" process to find out if lower residential densities are achievable on the City portion of Bull Mountain. If Council wishes to take this course, staff recommends doing so in 12 - 14 months.

### KEY FACTS AND INFORMATION SUMMARY

#### 1.) Status of Annexation Program Outreach Efforts

Council's 2007 annexation policy is based on the principles of 1) extending an invitation to unincorporated property owners to annex; and 2) offering incentives to do so. Council approved an incentive package that includes waiving the annexation fee; paying Metro mapping fees; and phasing in City property taxes over three years. In addition, staff assists applicants with preparing the annexation application.

Staff has updated the City's website and other information describing good reasons to annex to the City. Also, staff is in the midst of a process to extend written invitations to the 500+ properties within 100 feet of the city limits. Two mailings have occurred, beginning in June 2007, with about 240 letters sent out. Additional mailings are scheduled. To date, there have been no applications for annexation. One property owner has met with staff to discuss the possibility. No neighborhood groups or owners of developable property have requested meetings.

If Council has concerns about the lack of interest in annexation, it may wish to direct staff to try different approaches. For example, Councilor Buehner recently expressed that mailed invitations may not get people's attention. Direct contact involving phone calls and/or meetings are needed to encourage annexation. Contact should especially be made with those that have previously expressed interest and also with owners of developable property capable of being annexed.

Alternatively, Council may wish to complete the process of mailing invitations to property contiguous to the City before changing its approach to annexation. Completing this process will take about three - four months.

## 2.) Applying Lower Density Residential Zones to Property upon Annexation

Planning staff was recently asked to investigate the possibility of applying a lower density residential zone to developable property upon annexation to the City. The proposal focuses on land zoned Washington County R-6 on Bull Mountain. For example, if a property zoned County R-6 (4,500 sq. ft. avg. lots) annexes, the City would provide the option to designate it as a City R-4.5 zone (7,500 sq. ft. avg. lots) instead of City R-7 (5,000 sq. ft. avg. lots).

One of the reasons for the request was to address citizen concerns that when unincorporated Bull Mountain property annexes to Tigard it will be developed to a higher residential density than occurs in the County. However, review of past development actions shows this is not so. R-6 zoned property within unincorporated Bull Mountain has developed at the same or higher density as R-7 land in Tigard.

Staff recommends against implementing the proposal. On the surface it is counter to state law, administrative rules and Metro's Functional Plan. Substantial staff resources would be necessary to achieve a reasonable chance of approval from the state. Also, the County would have to agree to change the City/County urban Planning Area Agreement (UPAA). Another factor is past development practices indicate that it is unlikely for developers to choose for the low density option. Instead they have chosen to develop at maximum density in the County and then annex.

If Council remains interested, the best way to assess the possibility of reducing density within the City's portion of Bull Mountain would be to direct staff to undertake a long range planning study of the area.

Attachment 1: Memo – Annexation Update Regarding Lower Density, explains staff's recommendation in greater detail. Attachment 2: Issue Paper – Annexation Update Regarding Lower Density, summarizes the reasoning behind staff's recommendation.

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## **OTHER ALTERNATIVES CONSIDERED**

### 1.) Status of Annexation Program Outreach Efforts

Council may wish to consider the following alternatives:

- Not wait until the mailed invitation process is complete and direct staff to immediately contact property owners to encourage them to annex to the City;
- Not take a different, more active, approach to annexation and maintain the incentives for the period of time originally authorized. Revisit the annexation policy at the time the incentives are scheduled to lapse in early 2008.

2.) Applying Lower Density Residential Zones to Property upon Annexation

Council could direct staff to reprioritize its work plan to address this proposal.

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CITY COUNCIL GOALS

None.

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ATTACHMENT LIST

Attachment 1: Memo - Annexation Update Regarding Lower Density

Attachment 2: Issue Paper - Annexation Update Regarding Lower Density

Attachment 3: Development Code Table 18.320.1- Conversion Table for County and City Plan and Zoning Designations

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FISCAL NOTES

Not Applicable.

File: Annexation Update Agenda Item Summwith craigs addition.doc



# MEMORANDUM

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TO: Mayor and City Council

FROM: Emily Eng, Assistant Planner

RE: Annexation Update Regarding Lower Density

DATE: August 7, 2007

## Introduction:

Mayor Dirksen recently asked planning staff to investigate the possibility of applying a lower density residential zone to developable property when it is annexed to the City. For example, if a property zoned County R-6 (4,500 sq. ft. avg. lots) annexes, the City would provide the option to designate it as a City R-4.5 zone (7,500 sq. ft. avg. lots) instead of City R-7 (5,000 sq. ft. avg. lots). The following summarizes staff's recommendations, research, and analysis regarding this matter.

## Recommendation:

Staff recommends against proceeding with the proposal. In summary, there are significant downsides and uncertainties with the option of offering a lower density zoning designation upon annexation. It is uncertain whether the County would participate in amending the Tigard/Washington County Urban Planning Area Agreement (UPAA). It is also doubtful that the State and Metro would support significant Plan, Code, and UPAA legislative amendments or the incremental approach of initiating Plan and Zoning map amendments for individual, newly annexed properties. Staff's experience also indicates the proposal would not be an effective way to lower residential densities on the City's portion of Bull Mountain.

The amount of staff time this effort would take is significant. In view of the potential obstacles and limited results, it would be better for city resources to be focused on achieving established Council objectives.

If Council wishes to further investigate lowering densities on the City's portion of Bull Mountain, then another approach is recommended. The feasibility and potential implementation of lowering densities in this area would be best accomplished through the Comprehensive Planning process. This would involve analysis of community conditions; citizen and property owner engagement; and coordination and consultation with the County, Metro and the State. This effort could potentially begin in approximately 12-14 months following completion of current ongoing tasks.

Alternatively, Council could direct staff to reprioritize its work.

## ATTACHMENT 1

Copy: Tom Coffee, Community Development Director  
Dick Bewersdorff, Development Planning Manager  
Ron Bunch, Asst. Community Development Director  
File: Annexation Update Memo Attachment 1.doc

Issue Paper: August, 2007 Annexation Update Regarding Lower Density  
Prepared by: Emily Eng, Assistant Planner  
Ron Bunch, Assistant Community Development Director

## INTRODUCTION

Mayor Dirksen recently asked Staff to investigate the possibility of applying a lower density residential zone to developable property when it is annexed to the City. For example, if a property zoned County R-6 (4,500 sq. ft. avg. lots) annexes, the City would provide the option to designate it as a City R-4.5 zone (7,500 sq. ft avg. lots) instead of City R-7 (5,000 sq. ft. avg. lots). The following summarizes staff's recommendations, research and analysis regarding this matter.

## BACKGROUND AND DISCUSSION

### Current Practice: Applying City Zoning Designations to Annexed Properties

How property is zoned upon annexation is determined by the Washington County/Tigard Urban Planning Area Agreement (UPAA) and the City's Comprehensive Plan. Per these documents, Tigard assigns a City zoning designation to newly annexed property which most closely conforms to a comparable County zone. This is summarized by "*Attachment 3*" - *Development Code Table 18.320.1 - Conversion Table for County and City Plan and Zoning Designations*. For example, Washington County has zoned most properties in the Urban Growth Area as R-6 (six units per acre/ 4500 sq. ft. avg. lots) When these properties annex to the City they are assigned a City R-7 single-family residential (SFR) designation. In a subdivision, the R-7 SFR designation results in average lots of 5,000 sq. ft., with no lot being less than 4,000 sq. ft. The proposal as above would allow the application of an R-4.5 SFR designation which is a considerably less dense designation. In the R-4.5 zone, subdivisions result in average lots of 7,500 sq. ft., with no lot being less than 6,000 square feet.

It should be noted that there are higher density properties (outside and within the City) in the northern part of the Bull Mountain urban growth area. The County properties are zoned R-12 and R-15 to be developed at 12 and 15 units per acre respectively and would convert to City R-12 and R-25 upon annexation. However, the Mayor's proposal focuses on single-family properties zoned County R-6 only.

**Possible Benefits:**

Staff has identified three reasons why the City might wish to consider this matter. They are as follows:

- Some Bull Mountain residents may perceive that if residential property annexes to Tigard, it will be designated to a higher residential density than in the County. This is not necessarily true. Because of the way Washington County calculates residential density, its Bull Mountain zoning designation of R-6 at least equals, and in some cases results in higher density than Tigard's R-7. Providing the option to apply lower density zones to annexed property might address this concern. Also, it may encourage annexation for developers and property owners wanting to partition or subdivide property into larger single-family residential lots.
- The proposal might provide more low density residential living opportunities. Throughout the region there is an obvious shortage of larger ( $\geq 7,500$ ) square-foot single-family residential lots. This action might bring more of these lots to the market and make possible construction of higher value single-family homes.
- There may be "neighborhood compatibility" benefits of encouraging annexed property to be zoned to a lower-density. This is especially important where newly annexed property would abut existing large lot single-family residential neighborhoods or where lower density is more compatible with the topography.

**Constraints:**

State and Metro Land Use Planning Issues

There are two major steps to implementing the "lower density annexation option".

The first step would be to initiate amendments to the following:

1. Tigard/Washington County UPAA;
2. Comprehensive Plan annexation policies; and the
3. Tigard Community Development Code to allow annexed property on Bull Mountain the option of applying a lower density residential zone upon annexation.

The second step would be to initiate a Comprehensive Plan/Zoning Map amendment each time a property owner consents to annexation and opts for a lower density zoning designation.

Under current circumstances both of these steps are problematic and would require significant staff time. There is no guarantee either would hold up under State and/or Metro review. In addition, during the first step, the County would have to be a willing participant to amend the UPAA.



The second step, Comprehensive Plan/Zoning Map amendment, would be ongoing and each application to change the Plan and Zoning Maps would also be under the scrutiny of Metro and the State. The most obvious problem would be the potential for "spot zoning" resulting in irregular Plan and Zoning Map designations. In addition, the City would have the burden of proof to show that each map amendment would be consistent with its Comprehensive Plan, Statewide Planning Goals and administrative rules, and the Portland Metropolitan Area Functional Plan. This could be difficult, time consuming and there would be no guarantee of success for reasons explained below

The following are State and Metro land use planning and State coordination requirements that pose constraints to implementing the "lower density upon annexation" option.

- Currently, Tigard and Washington County comply with Statewide Planning Goal 2 to develop and implement "coordinated comprehensive plans" regarding planning for the Tigard's Urban Planning Area. The Tigard/Washington County UPAA and related City and County Comprehensive Plan Policies are how this is accomplished. Both the City and County have agreed to utilize the above mentioned *Conversion Table for County and City Plan and Zoning Designations - "Attachment 3"*.

The City's compliance with Statewide Planning Goals and administrative rules would be affected if it proposes to lower planned residential densities by amending its Development Code, Comprehensive Plan, and the UPAA.

Most obviously affected by this action is the State's Metro Housing Rule that requires the "opportunity" for development of 10 dwellings an acre at a 50% -50% mix of attached and detached units. In-depth study is needed to determine the impacts of the proposal on this requirement. Without findings that the Statewide Housing Rule would not be affected, the Department of Land Conservation and Development (DLCD) would likely object to the proposal.

Furthermore, Metro's Regional Functional Plan (Title 1) requires Metro area Cities and Counties to zone urban lands for densities that make it possible to achieve specific numerical housing targets. Both Metro and DLCD would require that Tigard and Washington County prove their housing targets would still be achievable if these changes are made.

#### Limited Practicality to Achieve Lower Residential Density:

Regarding City R-7 and R-4.5 land, and similarly zoned properties that annex into the City, staff's experience is that no property owner or developer has requested a lower residential density designation. Under current market conditions, developers tend to develop to the maximum density possible. For example, developers have often preferred to divide residential property in the County to develop under County regulations (which may allow more density) and then annex to receive City services. It is likely that the lower density option would have few takers.

## CONCLUSION AND RECOMMENDATION

Staff recommends against proceeding with the proposal. In summary, there are significant downsides and uncertainties with the option of offering a lower density zoning designation upon annexation. It is uncertain whether the County would participate in amending the Tigard/Washington County UPAA. It is also doubtful that the State and Metro would support significant Plan, Code, and UPAA legislative amendments or the incremental approach of initiating Plan and Zoning map amendments for individual, newly annexed properties. Staff's experience also indicates the proposal would not be an effective way to lower residential densities on the City's portion of Bull Mountain.

The amount of staff time this effort would take is significant. In view of the potential obstacles and limited results it would be better for City resources to be focused on achieving established Council objectives.

If Council wishes to further investigate lowering densities on the City's portion of Bull Mountain, then another approach is recommended. A Comprehensive Planning process would best accomplish this through analysis of community conditions; citizen and property owner engagement; and coordination and consultation with the County, Metro and the State. This effort could potentially begin in approximately 12-14 months following completion of current ongoing tasks.

Alternatively, Council could direct staff to reprioritize its work.

# ATTACHMENT 3

**DEVELOPMENT CODE TABLE 18.320.1 - CONVERSION TABLE FOR  
COUNTY AND CITY PLAN AND ZONING DESIGNATIONS**

Washington County Land Use Districts/Plan Designation	City of Tigard Zoning	City of Tigard Plan Designation
R-5 Res. 5 units/acre	R-4.5 SFR 7,500 sq. ft.	Low density 1-5 units/acre
R-6 Res. 6 units/acre	R-7 SFR 5,000 sq. ft.	Med. density 6-12 units/acre
R-9 Res. 9 units/acre	R-12 Multi-family 12 units/acre	Med. density 6-12 units/acre
R-12 Res. 12 units/acre	R-12 Multi-family 12 units/acre	Med. density 6-12 units/acre
R-15 Res. 15 units/acre	R-25 Multi-family 25 units/acre	Medium-High density 13-25 units/acre
R-24 Res. 24 units/acre	R-25 Multi-family 25 units/acre	Medium-High density 13-25 units/acre
Office Commercial	C-P Commercial Professional	CP Commercial Professional
NC Neighborhood Commercial	CN Neighborhood Commercial	CN Neighborhood Commercial
CBD Commercial Business District	CBD Commercial Business District	CBD Commercial Business District
GC General Commercial	CG General Commercial	CG General Commercial
IND Industrial	I-L Light Industrial	Light Industrial■

Agenda Item #  
Meeting Date

8-21-07

**COUNCIL AGENDA ITEM SUMMARY**  
City Of Tigard, Oregon

Issue/Agenda Title Comprehensive Plan Update – Legislative Process

Prepared By: Darren Wyss Dept Head Approval: RB City Mgr Approval: CR

**ISSUE BEFORE THE COUNCIL**

Council is requested to:

- 1.) Receive Staff's briefing on the status of the Comprehensive Plan Update and discuss any issues that may arise, and
- 2.) Give direction on receiving citizen comment at pre-hearing work sessions on Planning Commission recommendations.

**STAFF RECOMMENDATION**

At its upcoming Comprehensive Plan work sessions, staff recommends that Council follow the Planning Commission's example to allow public comment, after Council has completed its discussion and subject to a three minute time limit per person.

**KEY FACTS AND INFORMATION SUMMARY**

Progress Summary on the Comprehensive Plan's Legislative Phase

Council was last briefed on progress of the Comprehensive Plan Update at its May 15, 2007 work session. Since then staff has implemented a citizen involvement program and is now engaged with the public and Planning Commission to develop updated Comprehensive Plan goals, policies and recommended action measures.

Three Plan chapters have been completed and others are in progress. The Planning Commission has scheduled a public hearing on August 20, 2007 to make a recommendation to Council on Comprehensive Plan chapters pertaining to Air, Water and Land Resource Quality; Parks, Recreation, Trails and Open Space and Energy Conservation. These chapters correspond to Statewide Planning Goals, 6, 8, and 13 respectively. Planning Commission workshops and hearings on several more chapters will follow in the upcoming months. Subsequent to each Commission hearing, Council will hold its own workshop followed by a public hearing.

Citizen Involvement:

Involving citizens is a key part of Council's goal to update the Comprehensive Plan. Beginning in June 2007, staff began meeting with Policy Interest Teams to formulate draft goals, policies and recommended action measures. This process will continue until the all the Plan elements are completed and adopted.

Policy Interest Teams are comprised of citizens who share an interest in specific policy areas, such parks, recreation trails and open space, natural resources, economic development, etc. The teams work with staff to formulate draft

goals, policies and recommended action measures for Planning Commission review. Community values expressed through several years of past surveys; the Tigard visioning process and findings from the Tigard 2007 Resource Report inform the development of goals, policies and action measures. When applicable, the Policy Interest Teams' proposals are coordinated with Boards and Commissions. In addition, City departments have ongoing opportunities to provide feedback on the Policy Interest Teams' draft proposals.

In addition to the Policy Interest Teams, Staff has met with several community groups and went to the Balloon Festival and Farmer's Market to talk about Comprehensive Plan issues.

Public Comment at Council Work Sessions: Some Policy Interest Team members have asked staff if they and other citizens will be allowed to address Council at its pre-hearing, Comprehensive Plan work sessions. Staff indicated that it would ask Council how it wishes to handle this matter and pass the information on.

For reference, the Planning Commission allowed Team members and others to provide comment at its work session, following its discussion and subject to a three minute per person time limit. This worked well. Staff recommends Council follow the same procedure. Citizens will have further opportunity to testify both by voice and in writing at public hearings.

Comprehensive Plan Adoption Process: Early on, Staff worked with the Planning Commission to develop the process for the Plan's legislative phase. In addition, the Committee for Citizen Involvement (CCI) was consulted. At the May 15, 2007 work session, staff briefed Council that the updated Comprehensive Plan will be adopted in increments. The August 20 Planning Commission hearing on the above three specific Plan Chapters starts this process.

There are several reasons for the incremental approach to Plan adoption. For instance, Tigard faces a number of existing issues that require policy guidance. It is important to have policy tools now, rather than later. Adopted Comprehensive Plan policies are needed to assist the City in attaining community quality and livability objectives. For example, Council recently adopted new Comprehensive Plan goals, policies and action measures pertaining to the Downtown. The Downtown goals and policies provide the legislative basis for needed design and land-use regulations. The Tree Board's efforts to enhance Tigard's urban forest require adopted policies and action measures pertaining to trees both as natural resources and aesthetic elements. The proposed Plan chapter on natural hazards is another example. The City needs these goals, policies and action measures to reference when preparing its hazard mitigation and emergency response plans. All the proposed Plan chapters have immediate relevance. If wished, staff can discuss these matters in detail at Council's convenience.

Completing the Comprehensive Plan and involving the public in the process is one of Council's 2007 goals. Therefore it is important to keep the Plan and its policy issues in front of citizens, Council, Planning Commission and other boards and commissions. The best way to do this is to immediately follow up the technical process of updating individual plan chapters with public hearings. This means citizens, Council and the Planning Commission do not have to wait several months for action on specific policy areas. Issues are fresh in peoples' minds and the hearing/adoption process is typically more thoughtful, quicker and less controversial than attempting to adopt a very large policy document at the end of a many month process.

Organization of the Comprehensive Plan Document: It became clear as staff, Planning Commission and Policy Interest Teams began to update the Comprehensive Plan Chapters, that it would be best to organize the Plan document according to the Statewide Planning Goals. Also, formatting the Plan in this way will make it clearer, easy to use and readable. Also, this format will make Plan much easier to amend and update in the future.

Using the Statewide Planning Goal format to organize the Plan does not prevent the City from expanding the land use focus of the Statewide Planning Goals into other areas important to Tigard's citizens.

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#### OTHER ALTERNATIVES CONSIDERED

Council's options pertinent to citizen comment at its workshops are:

- 1.) Not allow citizens to address Comprehensive Plan issues at pre-hearing workshops.
- 2.) Allow citizens greater opportunity to address Council than recommended.

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#### CITY COUNCIL GOALS

Goal 1: Comprehensive Plan

- A. Updating the blueprint for the City
- B. Public Input

Goal 4: Improve Council/Citizen communications

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#### ATTACHMENT LIST

N/A

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#### FISCAL NOTES

N/A

Agenda Item #

Meeting Date

8-21-07

## COUNCIL AGENDA ITEM SUMMARY

City Of Tigard, Oregon

Issue/Agenda Title Committee for Citizen Involvement Membership Structure

Prepared By: Duane Roberts

Dept Head Approval: TC

City Mgr Approval: CR

### ISSUE BEFORE THE COUNCIL

Should Council amend Resolution No. 05-04 to change the membership structure of the Committee for Citizen Involvement, or CCI, and the way its members are appointed? This is a discussion item. No action is required at this time.

### STAFF RECOMMENDATION

Staff recommends Council consider the following:

1. Remove the board and committee CCI membership requirement. Make board and committee membership voluntary, rather than mandatory.
2. Expand the CCI's membership to include four at-large members appointed through the City's established application and interview process.
3. Emphasize and encourage the recruitment and selection of at-large members who reflect the diversity of the community.
4. Expand the CCI to include a youth (high school) representative.
5. Explicitly provide the opportunity for any officially-recognized Neighborhood Organizations to appoint a representative to the CCI.

### KEY FACTS AND INFORMATION SUMMARY

CCI members are drawn from two groups: former Citizen Involvement Team (CIT) Facilitators and the City's other standing boards and committees. A number of problems with this membership structure have become evident in the two plus years since its implementation. One problem relates to board and committee member interest and participation. At present, only the Library Board and Planning Commission are represented. None of the other boards and committees currently have a regularly assigned CCI liaison. Another problem is the small number of former CIT facilitators. Should any of the CCI's present four CIT facilitators move away or resign for some other reason, there is no pool of former facilitators from which to recruit a replacement. Although identified as a potential source of future CCI members, a third problem is that no future neighborhood associations have been created, as yet.

The present CCI's small membership base limits the pool of potential members, and this restricts the ability of Tigard citizens to participate. Changes are needed for the CCI to function in a better way. An issue paper accompanying this summary provides additional background detail regarding this topic.

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**OTHER ALTERNATIVES CONSIDERED**

Consider changes to the CCI membership structure other than those outlined in the staff recommendation and memo.

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**CITY COUNCIL GOALS**

Council Goal No. 4: Improve Council/Citizen Communications.

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**ATTACHMENT LIST**

Attachment 1: Resolution Expanding the Membership of the Committee for Citizen Involvement to include  
Representatives from the City's Active Boards and Committees and from Future Neighborhood  
Organizations.

Attachment 2: Issue Paper: CCI Membership Structure

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**FISCAL NOTES**

N/A



## CITY OF TIGARD, OREGON

RESOLUTION NO. 05- 04

A RESOLUTION EXPANDING THE MEMBERSHIP OF THE COMMITTEE FOR CITIZEN INVOLVEMENT TO INCLUDE REPRESENTATIVES FROM THE CITY'S ACTIVE BOARDS AND COMMITTEES AND FROM FUTURE NEIGHBORHOOD ORGANIZATIONS

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WHEREAS, citizen involvement and two-way communication with its citizens is highly important to the City of Tigard; and

WHEREAS, State law requires the City to maintain a citizen involvement program that insures the opportunity for citizens to be actively involved in the land use process; and

WHEREAS, the Committee for Citizen Involvement (CCI) is the City's primary public involvement body for land use issues; and

WHEREAS, the Committee's purview has been broadened to include both land use and the broad array of non-land use public involvement and communication issues; and

WHEREAS, the Council in 1993 created the Citizen Involvement Teams; and

WHEREAS, the Tigard Comprehensive Plan Policy 2.1.2.c designates the Citizen Involvement Team Facilitators as the City's Committee for Citizen Involvement; and

WHEREAS, the Citizen Involvement Teams are no longer active; and

WHEREAS, the Citizen Involvement Team facilitators are designated as the City's CCI; and

WHEREAS, of the original eleven members, the Committee currently includes only active four members; and

WHEREAS, the City desires to broaden the Committee's membership to include individuals broadly representative of the City's geographic areas and diverse interests and perspectives,


NOW, THEREFORE, BE IT RESOLVED by the Tigard City Council that:

SECTION 1: The City of Tigard Committee for Citizen Involvement shall be expanded to include one representative of each active board and committee.

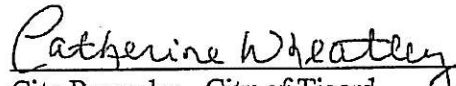
SECTION 2: The City of Tigard Committee for Citizen Involvement can be expanded to include representatives of future Neighborhood Organizations officially recognized as such by the City of Tigard.

SECTION 3: This resolution is effective immediately upon passage.

PASSED: This 11<sup>th</sup> day of January 2005.

  
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Mayor - City of Tigard

ATTEST:

  
\_\_\_\_\_  
City Recorder - City of Tigard

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### Issue Paper: CCI Membership Structure

As its name implies, the Committee for Citizen Involvement, or CCI, is the City's officially recognized citizen involvement group. It is advisory to Council on all matters pertaining to citizen involvement and communications.

The CCI's current membership and purview were defined some two-and-a-half years ago by Resolution 05-04. Under this resolution, CCI members are drawn from two groups:

- One is the small pool of former Citizen Involvement Team (CIT) Facilitators. These are citizen volunteers who were trained by staff and a City-hired consultant. They facilitated the regular monthly meetings of the four neighborhood groups into which the City was divided between 1992 through 2000, the year the CIT structure became inactive. When the CCI was reactivated in 2004 with former facilitators only, four of the original eleven facilitators still resided in the City and wished to serve on the committee. All four are highly valued and have continued to serve to the present.
- The second source of CCI members is the City's other standing boards and committees. In addition to former facilitators, Resolution 05-04 defines the CCI as including one representative from each of the City's other advisory groups. The CD Director interpreted this at that time to include the Parks, Water, Tree, and Library Boards, together with the Planning Commission and Budget Committee. CCI membership was understood to include rotating representation, with the length of service determined by each individual board or committee.

#### Problems with CCI Structure

A number of problems with the CCI's present membership structure have become evident in the two plus years since its creation. One problem relates to board and committee member interest and participation. Although the current CCI has lost none of its original group of four facilitators, the number of active CCI members from the other boards and committees has dwindled over time. At present, only the Library Board and Planning Commission are represented. None of the other boards and committees currently have a regularly assigned CCI liaison.

Based on reports, the main reason for this lack of board and committee representation appears to be that most citizens lead busy lives and have limited volunteer time available. A citizen serving on one standing board or committee often does not have adequate time to spend preparing for and attending additional meetings and events. By way of illustration, Council recently has heard from the Planning Commission regarding the heavy commitment placed on its members by being asked to serve as liaisons to other committees, including the CCI.

Although time appears to be the main constraint to liaison participation, lack of interest in public involvement or civic engagement appears to be another. Most board and committee members are motivated to serve by an interest in a particular area, such as tree preservation

or municipal budget choices, but may not be as passionate about public involvement in and of itself.

Another issue is that should any of the present four CIT facilitators move away or resign for some other reason there is no pool of former facilitators from which to recruit a replacement.

### Expanding Participation

Whatever the cause or causes, the reality is that CCI participation on the part of the other advisory groups has declined markedly, with only two of six original groups currently being represented.

The Neighborhood Program is a potential source of future additional CCI members: Resolution 05-04 specifies the CCI "can be expanded to include representatives of future Neighborhood Organizations officially recognized as such by the City of Tigard." However, a problem with relying on the Neighborhood Program as a source of new members is that this program will not be fully established for some months, and there is no certainty regarding the extent to which the future organizations will have members willing to serve on the CCI. A related concern of the CCI is that if Council were to make participation in the CCI mandatory for neighborhood recognition, then overall participation in the Neighborhood Program may decline.

Under these circumstances, staff recommends that board and committee representation on the CCI be made voluntary, with (revolving) liaisons being available to attend CCI meetings as needed and as available. Although this may not apply universally, making this role voluntary on the part of standing committee members could be viewed as taking a step to avoid burnout on the part of presently serving citizen volunteers.

Although abolishing the role of the boards and committees altogether is another option, the CCI believes it would be useful to continue having liaisons from the other citizen groups, even if the liaisons do not attend every meeting. This is because an official liaison provides the CCI a designated contact for issues relating to that board or committee. In addition, under a voluntary system, present and future liaisons who wish to continue to actively participate in the CCI would have the opportunity to do so. The regular and valuable participation of the Library Board continuing to the present is a case in point.

### At-Large Members

Significantly, as presently structured, the CCI is unlike all of the other City boards and committees. It is the only one made up of members who are not interviewed and directly appointed by Council. The former facilitators are all self-nominated and their respective group appoints each of the board and committee representatives. Other members of the general public who may have a passion to serve, who have experience working in community involvement, and who are willing to give of their time, have no opportunity to be part of the CCI.

Restructuring the CCI by the creation of at-large slots is necessary to facilitate a fully functional committee. The CCI cannot operate effectively with only five or six active members and with no potential replacements for the now serving CIT facilitators. At the same time, opening up the CCI by creating at-large positions would ensure the opportunity for all citizens to be involved in the CCI. In addition, a program that promotes citizen involvement should provide opportunities for all citizens to be involved.

A related benefit of adding at-large positions is that this creates an opportunity for increased diversity and inclusiveness. A priority of the CCI has been to increase outreach to new and under-represented groups in the community. New member recruitment would advance this priority by providing opportunities to create a committee that reflects the diversity of the community. A diverse CCI would set the stage for, and assist in building ties between, traditionally underrepresented groups and the City. Current members of the CCI are in support of this concept.

Another recommendation is to create a youth (high school) position on the committee. Adding a youth slot would bring a fresh, youthful perspective to public involvement and communication issues of the day. It would also give a voice to the some 30% of community residents who are under twenty years of age.

#### Summary of Recommendations

1. Remove the board and committee CCI membership requirement. Make board and committee membership voluntary, rather than mandatory.
2. Expand the CCI's membership to include four at-large members appointed through the City's established application and interview process.
3. Emphasize and encourage the recruitment and selection of at-large members who reflect the diversity of the community.
4. Expand the CCI to include a youth (high school) representative.
5. Explicitly provide the opportunity for any officially recognized Neighborhood Organizations to appoint a representative to the CCI.